



# **Route Transfer and Level of Development Study**

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## **DRAFT FINAL REPORT**



**October 2003**

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*Prepared for:*



Arizona Department of Transportation

*Prepared by:*



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## TABLE OF CONTENTS

<b><u>Chapter</u></b>	<b><u>Page No.</u></b>
1.0 Background and Study Objectives	1
2.0 Policies and Legal Framework	3
2.1 Transportation Board Policy on Route Transfers	4
3.0 Level of Development and Identification of Candidate Routes for Transfer	7
3.1 Level of Development Classification Criteria	8
4.0 Recommended Priorities for Transfer of Routes	11
5.0 Transfer Process	18
5.1 Issues with the Current Process	20
5.2 Potential Solutions to Process Issues	21
6.0 Benefits and Costs of Transfers	24
7.0 Conclusions and Recommendations	28
 <b><u>Appendices</u></b>	
A. Arizona Revised Statutes Related to Designation and Responsibility for State Highways and State Routes	A-1
B. Technical Advisory Committee Members	A-3
C. Schedule of Meetings	A-4
D. Notes from Stakeholder Meetings	A-5

## LIST OF TABLES AND FIGURES

<b><u>Table</u></b>	<b><u>Page No.</u></b>
1. Criteria for Level of Development Classification	6
2. Proposed Candidate Routes for Transfer by Priority	13
3. Maintenance Costs for Typical Highway Segments	24
4. Benefit Cost Example, Part 1: Base Costs without Transfer	25
5. Benefit Cost Example, Part 2: Costs of Transfer	26
6. Benefit Cost Example, Part 3, ADOT Benefit-Cost Ratio	32
D-1. Review of Possible Transfer Process Solutions	33

<b><u>Figures</u></b>	<b><u>Page No.</u></b>
1. Level of Development Classifications, 2003	7
2. Route Transfer Process	19

## 1.0 Background and Study Objectives

The Arizona State Highway System includes a number of routes that do not function as state highways. Highways on the state system are intended to form a network for statewide and regional travel. Highways within the state system that do not contribute to the mission and purpose of the system create problems for ADOT and for transportation in Arizona:

- They use resources that could be going to meet statewide transportation needs.
- They generate administrative and liability costs that are disproportionate to their contribution to the state highway system.
- Local jurisdictions often have different objectives from those of the state in terms of how these roads are developed and used.
- Their presence on the state system sometimes prevents appropriate treatments as part of local road functions.<sup>1</sup>

The problem of rationalizing the state highway system has been recognized for many years. While route transfers and abandonments regularly occur, there is concern that the pace of the transfers is too slow and that they do not appear to follow consistent policy or procedures. The subject of route transfers was a prominent feature of the 1990 Highway System Plan. In the late 1990's the Transportation Board became more concerned about the problem and requested an inventory of routes that were candidates for abandonment. A list of routes was collected from the districts and in 1999 a study was undertaken to identify a consistent statewide list of candidate routes and a consistent procedure to increase the number of abandonments and transfers. In 2000, a re-evaluation of the Level of Development (LOD) was begun. For a variety of reasons, these studies were not completed, although a limited number of routes continue to be transferred.

The three primary results of this study were:

1. Re-evaluation of LOD for all routes on the state highway system.
2. Recommendation of a new policy on route turnbacks that clarifies how ADOT and the Transportation Board will deal with key issues in route transfers.
3. Development of a consistent priority list of candidate routes for transfer.

### 1.1 Study Process

The study first presented reviews of existing policies, laws, road system classifications, and previous approaches to identifying and implementing route transfers. ADOT and local agency staff were interviewed to identify issues with the existing transfer process, and the policies and practices of other states that appear to be successful in implementing route transfers were reviewed.

Interviews conducted early in the study process found almost universal agreement on the need for a more consistent approach to route transfers that includes:

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<sup>1</sup> For instance, local businesses usually prefer on-street parking, while state highway design criteria normally prohibit parking on state highways.

- Identification of the desired state highway system through clear criteria and designation of routes that are now on the system, but which do not meet the criteria for inclusion
- Establishment of an abandonment and transfer process including required changes in policy and procedures to support it.

Despite unanimity on these basic points, there was significant difference in the recommended approach among, for example, criteria for inclusion of a road in the state system; whether there was a need for a timeline for the abandonments; whether special funding allocation or adjustments in current funding allocations should be part of the process; how to manage routes in the interim between designation for potential abandonment and the actual change in responsibility; and many other issues.

The LOD classification for state highways was updated from 1999 designations as a way to determine routes that belonged on the state system and those that should be transferred to other jurisdictions.

A technical advisory committee consisting of ADOT staff, an urban area representative, and a rural area liaison was consulted throughout the study and made recommendations to the Transportation Board.

The results of the LOD analysis and alternative suggestions for improving the transfer process were discussed with ADOT District Engineers (DEs) at internal meetings.

pg. 2 Stakeholder meetings were held to review preliminary study results with the MAG Street Committee, PAG Planning Committee, and the Rural Summit, which included representatives of the rural Councils of Government (COGs).

Based on input from local agencies and from ADOT District staff, the Technical Advisory Committee adopted a set of recommendations to the Arizona Transportation Board, which is contained in this report. These recommendations include a revised policy on route transfers, a list of candidate routes for transfer with priorities, revisions to the transfer process, and recommendations for further study.

## 2.0 Policies and Legal Framework

Arizona statutes give the Transportation Board authority to accept, revise and remove routes on the state highway system and describes procedures to remove (abandon) routes no longer serving a state function. (ARS 28-304 and 28-7201 through 28-7215).

It should be noted that this study often refers to *transfer* of highways rather than *abandonment* to avoid the arbitrary implications of the word *abandonment*, particularly the implications that ADOT would act unilaterally. However, the legal framework set up in Arizona law requires that the Transportation Board abandon routes, at which point they revert to the underlying city or county agency or to another agency identified in the intergovernmental agreement that implement the transfer.

Other legal terms that need clarification are *state routes* and *state highways*. *State routes* are designated by the Transportation Board and may be either highways or the designated routes for future highways. A *highway* is a route that has been constructed or improved and designated as a state highway by order of the Board. Procedures for abandonment of highways and routes are the same except that abandonment of paved highways requires that the surface be improved so as to be maintenance free for five years.

Some state routes are designated over existing city street or county roads but are not yet state highways because no construction has occurred. In other cases, planning routes may exist where no road exists. Both of these are often referred to as *paper routes*. They are subject to the same transfer or abandonment procedures as other routes. This study did not recommend abandonment or transfer of any paper routes.

Requirements for abandonment of a state highway are contained in ARS 28-7207, as follows:

If a roadway is a state roadway, the governing body may resolve that this state's interest in the roadway or portion of the roadway is abandoned. On abandonment:

1. This state's interest in the part of the roadway that is located outside the boundaries of incorporated cities or towns vest in the county where the roadway is located.
2. The state's interest in the part of the roadway that is located within the boundaries of an incorporated city or town vest in that city or town.
3. The director shall promptly notify the city, town or county affected by the abandonment, and that county, city or town may maintain the roadway as other county, city or town roadways are maintained or dispose of it as provide in this article.

Requirements for abandonment of a state roadway are contained ARS 28-7209, as follows:

- A. If the board vacates or abandons a portion of a state route or state highway pursuant to section 28-304, the board shall:
  1. Vacate or abandon the portion of the route or highway in cooperation with an affected jurisdiction and in full recognition of the financial and administrative impacts of the changes on the affected jurisdiction.

2. Provide four years advance notice to the affected jurisdiction, except that, by mutual agreement, the board and the affected jurisdiction may waive this requirement for notification.

B. Before a paved highway is vacated or abandoned, the pavement before the vacating or abandonment shall be in such a condition that additional surface treatment and major maintenance of the highway are not required for at least five years, unless the board and the affected jurisdiction agree to waive the requirement of this subsection.

As seen in these statutes, the actions of the Board in removing routes from the state highway system must be undertaken in cooperation with local agencies. Even if ADOT were to undertake a unilateral abandonment it would take years to accomplish and would likely run afoul of requirements to cooperate with local authorities and to recognize the financial burden being placed on them. In addition, actions of the Board in regard to establishing or abandoning state highways are subject to review by the Superior Court.

## 2.1 Transportation Board Policy on Route Transfers

One purpose of this study is to recommend changes to Transportation Board Policy that would improve the route transfer process. In proposing the following replacement to the existing Route Abandonment Policy, most of the existing policy was adopted and expanded. The following proposed policy introduces several important changes. It:

- Emphasizes *transfer* rather than *abandonment*
- States the purpose of abandonments positively in terms of attributes of the statewide network that should be emphasized.
- Clarifies how routes will be identified for transfer and requires that ADOT maintain a list of candidate routes for transfer.
- Sets priorities for transfers that should be most vigorously pursued.
- Drops language from the existing policy that refers to existing operating conditions of roads rather than the purpose of the road in the state highway network.

This approach led to recommendation of the following revised policy for adoption by the Transportation Board. The recommendation was adopted August 15, 2003 and is now a part of *Transportation Board Policies*.



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**ARIZONA TRANSPORTATION BOARD POLICIES**

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**16. Transfer of State Routes Policy**

1. It is the policy of Board that the State Highway System consist primarily of routes necessary to provide a statewide network to serve the ever-changing environment with regard to the statewide and regional movement of people and goods. Routes primarily providing land access and local movement of people and goods should be the responsibility of local governments. The Transportation Board will seek to transfer these routes to other jurisdictions.<sup>2</sup>
2. The transfer of state highways will be carried out in cooperation with local jurisdictions and in full recognition of their financial capabilities.<sup>3</sup>
3. The ADOT will maintain and update biennially a list of state highways that do not serve as integral parts of the State Highway System and therefore are eligible candidates for transfer. Consistent with the Level of Development (LOD) approach used by ADOT to determine future development needs on State Highway Routes, this list shall consist of two parts:

**LOD 4:** will include those routes that do not serve a need as a part of the state highway system, but serve significant state or national facilities. Maintenance and development decisions on these routes will be based on appropriate service for the specific facility being served. ADOT will not actively seek to transfer or abandon these routes, but will do so if an appropriate jurisdiction can be found to operate the route. Improvements to these routes which are primarily for the benefit of local development will normally be made only when a local jurisdiction agrees to take over the route.

**LOD 5:** will include routes that are not necessary for a network of state routes and serve no significant statewide interest. ADOT will actively work to transfer these routes to other jurisdictions. ADOT will normally provide only minimal maintenance and essential safety improvements. Other improvements will normally be considered only when accompanied by an agreement to transfer the route to another jurisdiction.

ADOT will seek input from local jurisdictions in preparing the list and will present the list to the Transportation Board for adoption.<sup>4</sup>

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<sup>2</sup> The current policy reads:

"1. It is the Board's policy that urban and regional transportation systems that are functionally classified as local roads and primarily provide land access and local movement of people and goods should be the responsibility of local governments."

The technical advisory (TAC) recommends the new language in order to state positively the purpose of the State Highway System and to eliminate mention of functional classification since it is Level of Development, rather than Functional Class that has been used to determine which routes should be transferred.

<sup>3</sup> This paragraph replaces Paragraph 4 of the existing policy. The TAC recommends elimination of language referring to abandonment, since this implies unilateral action by the Board. The language implements ARS 28-7209, requiring cooperation with local jurisdictions in carrying out abandonments and transfers.

<sup>4</sup> This is a new paragraph that does not exist in the current policy.

4. In addition to routes currently classified as LOD 4 and LOD 5 it is also the policy of the board to transfer other routes to local jurisdictions when bypasses or parallel routes are constructed. In these cases transfer of the old route will be considered part of the project.<sup>5</sup>
  5. Priorities for transfer of these routes will be:<sup>6 7</sup>
    1. Routes for which local governments have expressed interest in acquiring;
    2. Routes for which ADOT is constructing a bypass or alternate route;
    3. Existing business routes not necessary for system continuity;
    4. Other routes as ADOT construction and maintenance activities result in opportunities to transfer or as requested improvements provide opportunity to negotiate transfers.
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<sup>5</sup> This paragraph replaces Paragraph 3 in the current policy.

<sup>6</sup> This is a new paragraph that does not exist in the current policy.

<sup>7</sup> Paragraph 2 of the current policy has been eliminated in this revision. The subject of the paragraph is covered by the classification system used in the proposed Paragraph 3. Also, the TAC recommends that the function of the road in the state highway network should be the primary consideration in retaining the road rather than the current condition of access and traffic facilities. Existing Paragraph 2 reads:

"The Board will transfer roads to local governments in accordance with state statute (ARS 28-7209) and in consideration of any or all of the following factors:

- The majority of trips are local and short distance;
- They serve primarily local function as evidenced by:
  - Lack of access control or limited/partial access control,
  - There are significant numbers of intersecting local streets or driveways,
  - There are a large number of closely spaced signalized intersections;
  - There are viable alternate routes."

### 3.0 Level of Development and Identification of Candidate Routes for Transfer

Before identifying candidate routes for transfer, the role of each route in the state highway system was considered. By applying LOD criteria, it was possible to identify a consistent network of roads necessary to provide a statewide network that will serve the statewide and regional movement of people and goods. Those routes that do not contribute to the state highway system are identified as candidates for transfer.

Prior to the creation of a final recommended list of candidate routes for transfer, the results of the LOD study were reviewed with ADOT DEs and with local government stakeholders. This review led to several clarifications and revisions in the LOD designations and in the final candidate list.

#### 3.1 Level of Development

The purpose of the highway LOD is the objective determination of standards for the targeted level of performance and design characteristics for each highway on the state highway system. It is useful to:

- Assist in the determination of investment priorities for the next update of the Five-Year Construction Program.
- To determine those routes which should be considered for elimination from the state highway system by transfer to local government control or abandonment.

The LOD divides the state highway system into five levels based on functional class, level of significance and usage. These levels include:

- LOD 1 Interstate and urban controlled access facilities** designed for high volume, high speed and full access control.
- LOD 2 Other major facilities serving significant auto or truck traffic** forming a network of high capacity routes for long distance travel. In rural areas they are designed for high speeds and continuous flow. In urban areas they are designed and maintained for continuous flow with minimal interruptions. Where traffic volumes exceed 5,000 average daily traffic (ADT), designs are often multi-lane with expressway characteristics.
- LOD 3 Other routes providing for long distance travel and regional links through urban areas.** These roads contain the majority of miles on the highway system, filling the network to provide access to all areas of the state. In rural areas they are generally higher speed routes, although with more variation in speed than would be acceptable on LOD 2. In larger urban and suburban areas they are designed for continuous flow, but with more interruptions being acceptable than for LOD 2.
- LOD 4 Lower volume rural routes connecting facilities or regions of statewide significance.** These routes are expected to stay on the state system because they serve significant state or national facilities, including national parks and monuments and institutions such as prisons and major research centers. However, they do not handle significant volumes of through traffic and are not a significant part of the state system.

They should be developed and maintained for safety and for minimum life cycle cost with traffic flow and speed being secondary considerations.

**LOD 5 Low volume routes without statewide significance** that do not have a significant role in the state highway system and that ADOT intends to transfer to local jurisdictions, or in some cases, abandon. As such, they should receive only essential maintenance and safety-related improvements. Other improvements should not be carried out without an IGA that transfers the route to another jurisdiction.

The current designations were insufficient and needed to be updated. They were last updated in 1999, and the last review of criteria took place during the 1994 Highway System Plan update. Traffic volumes had changed, population had shifted and the conditions of roadways and bridges changed as a result of both wear and improvements.

Two specific items were left out of this LOD update. First, the update did not consider revising design/performance standards. It was assumed that the standards from the last Highway System Plan update are sufficient until the new transportation plan is adopted. Second, the update did not compare existing conditions with desired conditions. This would have required a needs study that was well beyond the purpose of the Route Transfer Study.

### 3.2 Level of Development Classification Criteria

Classification of roads was based on information from Arizona's Highway Performance Monitoring System and the Function Class Study. Criteria used to classify road are shown in Table 1.

In practical terms the evaluation of LOD classification was carried out in stages:

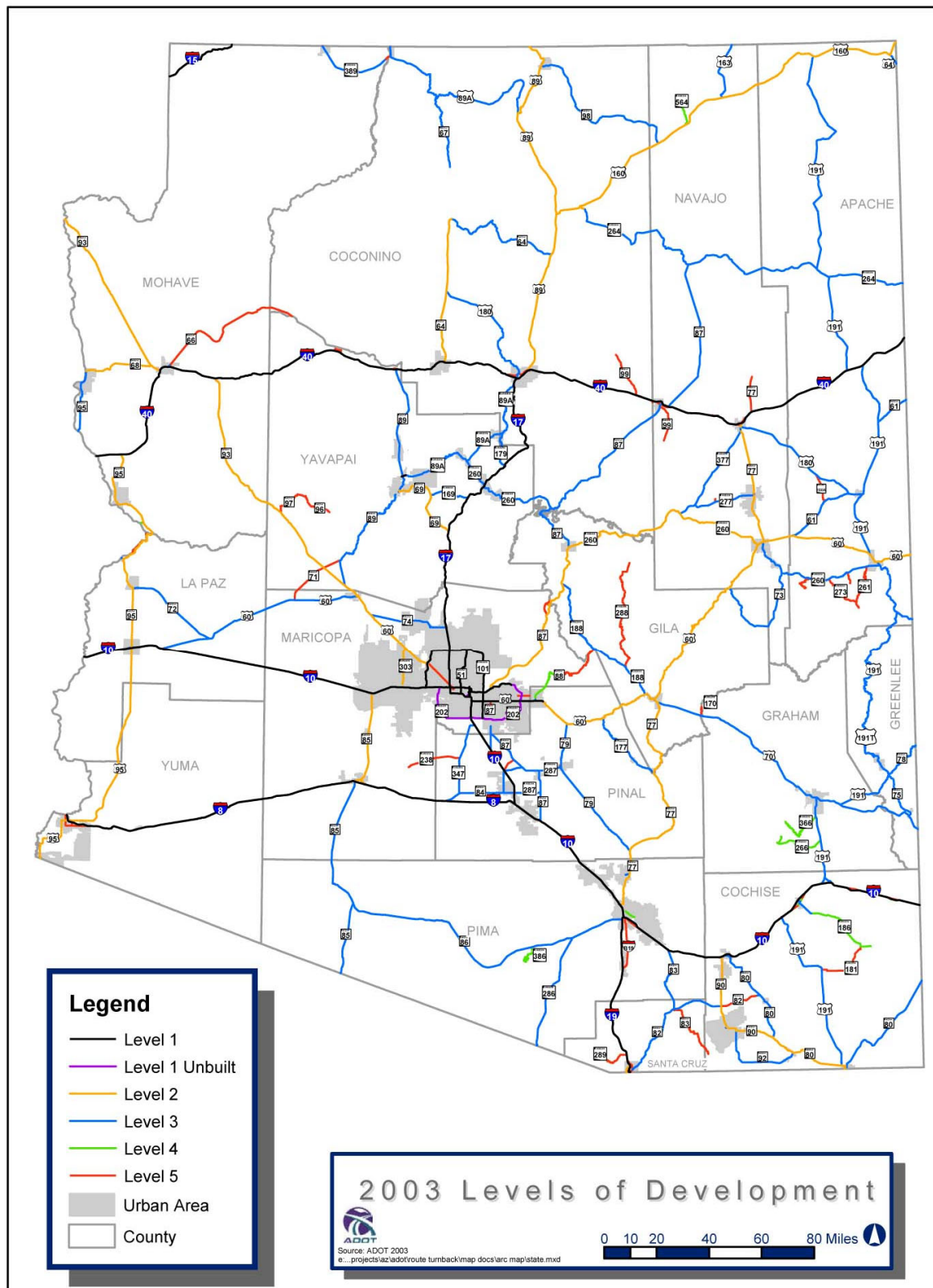
1. A preliminary evaluation based strictly on projected traffic volumes and existing functional class identified LOD 1, 2, and 3 routes.
2. Routes were added to LOD 2 and 3 to provide continuity, where necessary.
3. Parallel and spur routes (including most business routes) were dropped to LOD 5.
4. All other routes not assigned to LOD 1, 2 or 3 were also assigned as "preliminary LOD 5."
5. Some "Preliminary LOD 5" routes reassigned to LOD 4 because they served sites of national and state interest.
6. Designations were reviewed with ADOT DEs for issues of accuracy.
7. The TAC the Transportation Board and local government stakeholder groups reviewed designations for accuracy and for policy implications.
8. Final adjustments were made.

Table 1. Criteria for Level of Development Classifications		
Level of Development		Classification Criteria
1	<b>Freeways</b>	<ul style="list-style-type: none"> <li>Designated as interstate highway or urban freeway</li> </ul>
2	<b>Other major facilities</b>	<ul style="list-style-type: none"> <li>Rural routes with more than 5,000 ADT</li> <li>Connecting rural National Highway System (NHS) routes with more than 1,500 ADT</li> <li>Key freight routes (more than 1,000 articulated trucks per day)</li> <li>Urban and rural connecting routes to form a network in which LOD 2 routes connect at both ends to LOD 1 or other LOD 2 routes<sup>8</sup></li> </ul>
3	<b>Other statewide routes</b>	<ul style="list-style-type: none"> <li>Rural arterial and major collector routes with more than 1,500 ADT</li> <li>Urban arterial routes with more than 5,000 ADT</li> <li>Connecting routes necessary to form a network in which all LOD 3 routes connect with LOD 1, LOD 2 or other LOD 3 routes</li> <li>Not including business routes and other routes with parallel state highways of higher classification</li> </ul>
4	<b>Non-statewide routes serving points of state and national interest</b>	<ul style="list-style-type: none"> <li>Routes that would normally be classified as LOD 5, as described below, but</li> <li>Serve a significant state or national facility</li> <li>Provide only access to a large population or land area</li> </ul>
5	<b>Routes without statewide significance</b>	<ul style="list-style-type: none"> <li>Classified as minor collector or local road</li> <li>Other routes with less than 1,500 ADT</li> <li>Business or parallel routes</li> <li>Spur routes</li> </ul>

The resulting designations are shown in the map featured as Figure 1 on the following page. Routes shown in red are LOD 5 routes considered candidates for transfer.

<sup>8</sup> In two cases the criteria of connecting at both ends was dropped. SR 69 from I-17 to Prescott was retained because of its high volume of through traffic, even though it did not connect to another LOD 2 at Prescott. SR 64, serving the South Rim of the Grand Canyon was retained because of its high volume and the nationally significant destination.

Figure 1. Level of Development



## 4.0 Recommended Priorities for Transfer of Routes

One of the purposes of the route transfer study was to set priorities for transfer of routes from the state highway system to other jurisdictions. Among the factors considered in establishing priorities, not listed in priority order, were:

- Ongoing maintenance and operation costs of the route
- Operational issues related to local traffic and access
- Liability
- Cost of providing improvements to make the transfer
- Interest by local governments or others in acquiring the route

Early in the study it was determined that technical rankings of individual route segments would not be helpful. Virtually all transfers arise as a result of local development needs or ADOT construction projects and all transfers are negotiated. Even if a project were to rank high on the list, ADOT could not normally affect transfer in the absence of opportunities over which it has little control. On the other hand, if an opportunity arose to transfer a lower-ranked project, this would seldom be rejected. However, certain types of transfers have more urgency. Consideration of factors noted above and the urgency created to pursue transfers produced the following general priorities:

### 1. Routes already in negotiation.

It is very difficult to transfer a route unless the local government is interested in taking it. Getting the transfer into negotiation may be the most difficult stage in the transfer process. In addition, a key problem of the route transfer process is the length of time it often takes to perform a transfer. This can result in loss of opportunities or increased cost of making the transfers. ADOT's top priority should be given to those routes already in negotiation with local governments.

### 2. Routes that will be left as business routes after construction of bypasses or parallel routes.

ADOT has a policy of transferring the remaining business routes when bypasses are constructed. While these routes are not identified as LOD 5 until after construction takes place, by that time it is often too late to negotiate a transfer. Therefore, it is important to place a high priority on the transfer of these routes at the time the construction of the bypass takes place.

### 3. Business routes.

Of the routes identified as candidates for transfer, business routes represent the most expensive routes for ADOT to maintain and the source of the greatest conflict between state highway design and maintenance practices and local agency objectives for these roads. Therefore, of the routes identified for transfer that are not already in negotiation, these are the highest priority. The recommended policy would provide only minimal maintenance and essential safety improvements unless a local agency agreed to take ownership of the route.

### 4. Other low volume, parallel or spur routes not serving a statewide travel function.

Like business routes, the recommended policy calls for providing only minimal maintenance and essential safety improvements on these routes unless a local agency agreed to take over the route.

## **5. Roads serving state or national facilities that do not otherwise serve statewide travel needs as defined by LOD.**

These routes could be transferred if an appropriate operator could be found. Under the proposed policy, ADOT would provide normal maintenance on these routes, but would only make improvements related to safety and to the facility being served. Other improvements would not be carried out unless another jurisdiction agreed to take the route.

Table 2 (on the following pages) shows “Candidate Routes for Transfer.” The table is divided into two parts. Part 1 includes those projects identified as LOD 5 plus route segments that would become parallel or business routes with the completion of planned construction. Part 2 includes roads serving state or national facilities that do not serve statewide travel needs. Within each priority group, routes are listed by route number and the order does not represent additional priority.



**Table 2. Proposed Candidate Routes for Transfer/Abandonment by Transfer Priority**

Rte. No.	County	Milepost	Milepost	LOD	Comment	Potential Receiving Jurisdiction
<b>PART 1: Routes not serving state network or significant statewide interest</b>						
<i>Transfer Priority 1: Negotiations already taking place</i>						
<b>B 10</b>	Pima	247.6	253.35	5	Entire route within Tucson	City of Tucson
<b>B 19</b>	Pima	Entire Route		5	From Sahuarita to Tucson	Pima County/ City of Sahuaíta
<b>B 19</b>	Santa Cruz	I-19/Country Club Road TI	SR 82	5	In Nogales - Border crossings are on B-19, south of SR 82, and SR189	City of Nogales
<b>B 40</b>	Navajo	Entire Route		5	At Winslow	City of Winslow
<b>B-40</b>	Coconino	200.5	204.22	5	"F-40" portion of B-40 - IGA is being drafted for turnback to the City	City of Flagstaff
<b>US 89</b>	Coconino	418.74	420.33	2	89 within Flagstaff - IGA is being drafted for turnback to the City	City of Flagstaff
<b>SR 89A</b>	Coconino	374.2	374.84	3	Uptown Sedona - IGA already signed for turnback to City	City of Sedona
<b>SR 170</b>	Gila/Graham	Jct US 70	Entire Route	5	Already negotiated with San Carlos Apache Tribe	San Carlos Apache Tribe
<b>SR 189</b>	Santa Cruz	I-19	BR 19	5	Road serves only as a city street	City of Nogales
<i>Transfer Priority 2: Construction will leave segments as local roads with no statewide function</i>						
<b>SR 69</b>	Yavapai	Jct69/89	Jct 69/Fain Rd	5	Segment now functions as a city street. New construction of Fain Rd. is complete and has made this road a parallel route. Fain Rd is still owned by the County. <sup>b</sup>	City of Prescott, Town of Prescott Valley, Yavapai County
<b>SR 74</b>	Maricopa	I-17	Lake Pleasant Rd	3 <sup>a</sup>	Current plans for L303 will eliminate need for this segment and allow for development and a local road.	City of Phoenix, City of Peoria
<b>SR 89</b>	Yavapai	Jct89/89A	Butterfield Rd	5	Segment now functions as a city street. New construction of Fain Rd. is complete and has made this road a parallel route. Fain Rd is still owned by the County. <sup>b</sup>	City of Prescott
<b>US 93</b>		US 60	Tegner St. (MP 198.3)	2 <sup>a</sup>	Construction of bypass will leave this segment as a parallel city street	Town of Wickenburg
<b>US 191 "Bowie Spur"</b>	Cochise	I-10	US 191	3 <sup>a</sup>	Will become unnecessary to state system with planned improvements to 191 between I-10 and SR 266.	Cochise County
<b>SR 260</b>	Yavapai	209	260/89A	3 <sup>a</sup>	New construction will leave segment as city street	City of Cottonwood
<b>SR 260</b>	Yavapai	I-17	Cherry Rd	3 <sup>a</sup>	New construction will leave segment as city street	City of Camp Verde

<sup>a</sup> These LOD designations will change to LOD 5 with construction of bypasses.    <sup>b</sup> See also, SR89A under Transfer Priority 3: Business Routes

**Table 2. Proposed Candidate Routes for Transfer/Abandonment by Transfer Priority**

Rte. No.	County	Milepost	Milepost	LOD	Comment	Potential Receiving Jurisdiction
<b>Transfer Priority 3: Business Routes</b>						
<b>B 8</b>	Yuma	Entire Route		5	At Yuma	Yuma Tucson
<b>B 10</b>	Cochise	Entire Route		5	In Benson	City of Benson
<b>B 10</b>	Cochise	Entire Route except middle section (MP 339-341)		5	At Willcox, but excepting middle section (MP 339-341) which is LOD 4	City of Willcox, Cochise County
<b>B 10</b>	Cochise	Entire Route		5	At Bowie	Cochise County
<b>B 10</b>	Cochise	Entire Route		5	At San Simon	Cochise County
<b>B 40</b>	Coconino	138.86	141	5	Seligman	Yavapai County
<b>B 40</b>	Coconino	144.87	146.37	5	Ash Fork	Yavapai County
<b>B 40</b>	Coconino	Entire Route		5	At Flagstaff	City of Flagstaff
<b>B 40</b>	Navajo	275	277.3	5	Joseph City, including accesses south of I-40	Navajo County
<b>B 40</b>	Navajo	286	289.93	5	At Holbrook	City of Holbrook
<b>B 79</b>	Pinal	131.86	134.02	5	At Florence	City of Florence
<b>B 95</b>	La Paz	Entire Route		5	Parallel to SR 95, between Parker and the Mohave County line	La Paz County
<b>SR 89A</b>	Yavapai	260	SR 89A/Old Main	4	This is an alternate route that functions as a city street.	Town of Clarkdale, City of Cottonwood
<b>SR 89A</b>	Yavapai	New SR 48	SR 89A/Old Main	4	This is an alternate route with deficiencies that are not economically feasible to bring up to current ADOT standards, in order to function as a state route. City street through Town of Jerome	Yavapai County, Town of Jerome
<b>SR 89A</b>	Coconino	401.99	420.33	3	Within the City of Flagstaff	City of Flagstaff
<b>US 180</b>	Coconino	215.44	219.05	3	Within the City of Flagstaff	City of Flagstaff
<b>Transfer Priority 4: Other low volume, parallel, spurs or routes not connecting to the state system at each end</b>						
<b>US 60</b>	Maricopa	Loop 303	McDowell Rd	5	Grand Ave. -- Serves primarily as a local access road	Maricopa County and Cities of Phoenix, Glendale, Peoria, El Mirage, Surprise
<b>US 60 X</b>	Maricopa	Sossaman Rd	Meridian Rd	5	Between Sossaman Rd and Meridian Rd, north of US 60	Maricopa County, City of Mesa
<b>SR 66</b>	Mojave/Coconino	0.36	61.806	5	Remainder of route has been transferred to local jurisdictions	Mohave/Coconino County
<b>SR 71</b>	Yavapai/	87	109	5	Northwest of Wickenburg - very low volume	Yavapai/Maricopa County

**Table 2. Proposed Candidate Routes for Transfer/Abandonment by Transfer Priority**

Rte. No.	County	Milepost	Milepost	LOD	Comment	Potential Receiving Jurisdiction
	Maricopa					
SR 77	Navajo	396	408.93	5	Northeast of Holbrook	Navajo County
SR 82	Cochise	SR 90	SR 80	5	Very low volume	Cochise County
SR 83	Santa Cruz	SR82	South	5		Santa Cruz/Cochise County
SR 85 X	Maricopa	on Van Buren Street in Phoenix, from South of I-10 and East of 17		5	South of Interstate 10, east of interstate 17, in Phoenix	City of Mesa
SR 87	Maricopa	From Baseline Rd to the South	Between Gaudalupe Rd and Elliot Rd	5	South of US 60	City of Phoenix
SR 87 X	Maricopa	Entire Length		5	Near Gila County Line	Maricopa County
SR 88	Maricopa	Tortilla Flat	SR 188	5	This is a strictly recreational route within the National Forest. The road is not paved.	Maricopa County
SR 95 S	Mohave	58.7401	To the West	5	From SR 95 to the western border, south of Lake Havasu City	Mohave County
SR 95 S	La Paz	39.231	45.8498	5	From SR 95 to the western border, just south of the Mohave County line	La Paz County
SR 96	Yavapai	From Bagdad Hillside Rd	Thompson Valley Rd	5	Northwest of Wickenburg, from SR 97 to the east	Yavapai County
SR 97	Yavapai	From US 93	Bagdad Hillside Rd	5	Northwest of Wickenburg, from US 93 to the northeast	Yavapai County
SR 99	Coconino	53	71	5	West of Winslow	Coconino County
SR 99	Navajo	36	38	5	South of Winslow	Navajo County
SR 180 A	Apache	SR61	US180	5	Very low volume	Apache County
SR 181	Cochise	SR 191	SR 186	5	Serves national monument, but most traffic uses SR 186	Cochise County
SR 187	Pinal	I-10	SR 87	5	Serves no statewide function	Pinal County
SR 238	Pinal/ Maricopa	30	42	5	South of Phoenix, from SR 347 to the east	Pinal/Maricopa County
SR 261	Apache	401	409	5	Southwest of Springerville	Apache County
SR 273	Apache	From SR 260	Entire Length	5	Southwest of Springerville, west of SR 373, from SR 260 to the south	Apache County
SR 277S	Navajo	SR 277	Pulp Mill	5	.48 mile stub serves only local mill	Navajo County
SR 280	Yuma	I-8	BR 8	5	At Yuma	City of Yuma
SR 288	Gila	SR188	53.8	5	Mostly unpaved road serves mainly Tonto National Forest	Tonto National Forest
SR 289	Santa Cruz	From I-19	Entire Length to	5	West of I 19, north of Nogales	Santa Cruz County

**Table 2. Proposed Candidate Routes for Transfer/Abandonment by Transfer Priority**

Rte. No.	County	Milepost	Milepost	LOD	Comment	Potential Receiving Jurisdiction
			the West			
<b>SR 373</b>	Apache	From SR 260	Entire Length	5	Southwest of Springerville	Apache County
<b>SR 473</b>	Apache	From SR 260	Entire Length	5		Apache County
<b>Pine Mountain Rd Acc</b>	Maricopa	SR 87	SR 87X	5	From SR 87 to SR 87 X, just west of Gila county line	Maricopa County
<b>Frontage Roads and Segments Left from Construction</b>						
<b>I-10<sup>c</sup></b>	Cochise			5	Mescal T Intesection (T.I.) West Bound (WB)	Cochise County
				5	SR 90 T.I. (EB&WB)	Cochise County
				5	E. Benson T.I. (WB&WB)	Cochise County
				5	Sibyl Rd. T.I. (WB)	Cochise County
				5	W. Willcox T.I. (WB)	Cochise County
				5	F. Grant T.I. (WB)	Cochise County
				5	E. Willcox T.E. (WB)	Cochise County
				5	Luzena T.E. (EB)	Cochise County
				5	Barlett Ranch Rd. GS (EB)	Cochise County
				5	E. Bowie T.I. (EB&WB)	Cochise County
				5	Holt GS (EB)	Cochise County
				5	Olga GS (EB)	Cochise County
				5	Cochise Ave. GS (EB)	Cochise County
				5	E. San Simon T.I. (EB&WB)	Cochise County
<sup>c</sup> Other frontage roads on I-10 and I-40 have not yet been inventoried for inclusion.						
<b>US 64</b>	Coconino	Various	Various	5	New alignment of 64 left these segments on the Navajo Reservation that are no longer needed for the State system Many of these segments no longer have a road surface.	BIA/Navajo Nation
<b>US 89</b>	Coconino	Various	Various	5	New alignment of 89 left these segments on the Navajo Reservation that are no longer needed for the State system. Many of these segments no longer have a road surface	BIA/Navajo Nation

**Table 2. Proposed Candidate Routes for Transfer/Abandonment by Transfer Priority**

Rte. No.	County	Milepost	Milepost	LOD	Comment	Potential Receiving Jurisdiction
<b>PART 2: Roads serving sites of national or state interest</b>						
<b>BR 10</b>	Cochise	339	341	4	Middle segment of business route through Willcox (Serves national Monument)	City of Willcox
<b>SR 88</b>	Maricopa	US 60	Tortilla Flat	4	Provides access to a National Forest/Recreation area.	Maricopa County
<b>SR 95 Spur</b>	Mohave	167	169	4	In Havasu Wildlife Refuge -- Spur is scenic access to state park, could be transferred to State Parks	State Park
<b>SR 186</b>	Cochise	I-10 334	SR 181	4	From I 10 to the southeast, from MP 334 to intersection of SR 181	Cochise County
<b>SR 210</b>	Pima	In Tucson		4	Serves Davis-Monthan AFB	City of Tucson
<b>SR 266</b>	Graham	US 191	West	4	Serves Grant State Prison	Graham County
<b>SR 564</b>	Navajo	From US 160	To the North	4	From US 160 to the north, between SR 98 and US 163	Navajo County
<b>SR 366</b>	Graham	US 191	West	4	Serves Mt. Graham Observatory	Graham County
<b>SR 386</b>	Pima	SR 86	South	4	Serves Observatory	Pima County

## 5.0 Transfer Process

The current process for abandoning or transferring routes from the state highway system is featured in Figure 2 on the following page. The process begins with a determination that the route should no longer be a part of the system. There are four ways in which this can occur:

1. The route is classified as LOD 5.
2. A bypass or parallel route is constructed making the route non-essential for the state system.
3. The DEs or other state official determines that the route no longer serves a state function.
4. A local government desires to take over the route.

The most common reason for beginning the discussion is a trigger event, such as construction of a new route or the need for improvements that are not economical for the level of use the route receives. In any case the ADOT DE discusses the potential abandonment with the local government that would receive the route when abandoned.<sup>9</sup> In most cases the route will be transferred and the discussion proceeds to the development of a draft agreement between the state and the jurisdiction.

Arizona law<sup>10</sup> also provides a procedure whereby the Transportation Board can unilaterally abandon a route. This procedure is depicted on the right side of the diagram. If no agreement is reached with the local government, the state can provide a notice of intent to abandon the route. The notice provides a 4-year waiting period during which the surface must be brought up to a standard that will be maintenance-free for 5 years from the date of transfer. This procedure is rarely used, unless the road ceases to carry traffic. When the Transportation Board formally abandons a route, the law calls for the state to review the local jurisdiction's financial condition and consider its needs in the process, thus opening the door to dialogue and agreements beyond the limited improvements required by law.

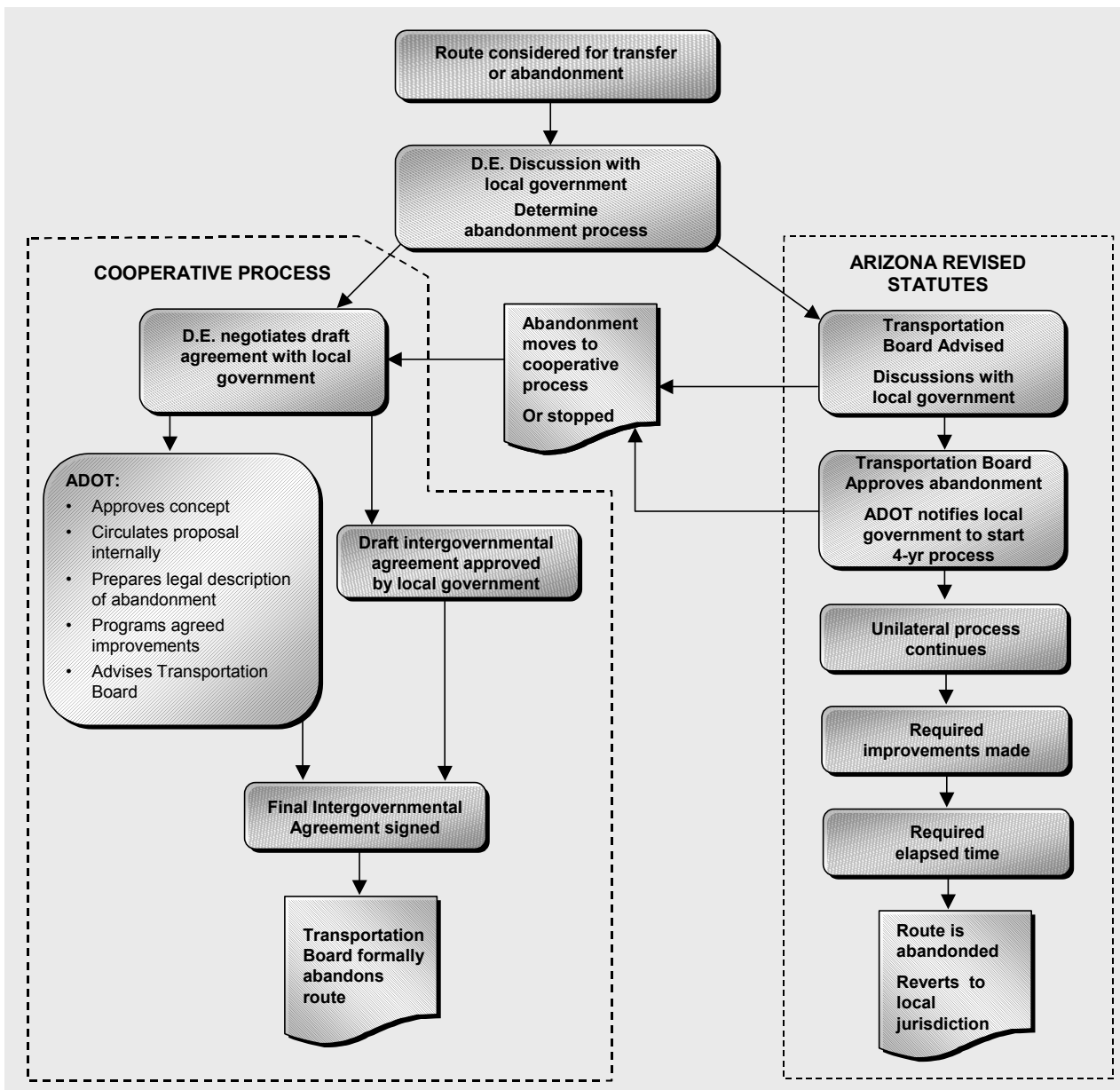
Regardless of the method of abandonment or transfer, the initial process includes a discussion between the ADOT DE and the local government. The DE and the local government negotiate a draft intergovernmental agreement regarding transfer of the road. The agreement will specify the exact segment of road to be transferred and usually calls for improvements by ADOT as a condition of local government acceptance of the road.

Both ADOT and the local government review and approve the proposed IGA before it goes forward. The ADOT Process includes approval of the concept by the State Highway Engineer; circulation of the proposal internally to identify technical or legal problems; preparation of legal descriptions required; and notification of the Transportation Board. If improvements were funded with federal dollars, the transfer must be approved by the Federal Highway Administration as well. During this review and approval process one of the most significant issues is the programming of funds for improvements required by the agreement. In reality the DE has probably been discussing this with the Highway Administrator throughout the negotiating process; but before the final agreement has been signed the funds must be identified and set aside.

<sup>9</sup> Technically, any transfer is an abandonment by the state. Arizona Revised Statutes (ARS) provide that the road revert to the city or county depending on the jurisdiction in which it lies. Local jurisdictions can then abandoned the road or continue to maintain it as a local street or road.

<sup>10</sup> ARS 28-304 and 28-7201 through 28-7215.

Figure 2. Route Transfer Process



The IGA may be delayed, stopped or modified at any point in this process. After reviews and approvals by ADOT and the local agency, a final agreement can be signed and the Transportation Board formally abandons the route. In this case the legal consequence of the abandonment is the transfer of the route to the city, county or other designated agency.

## 5.1 Issues with the Current Process

While the existing *ad hoc* process seems to work well in many cases, it often runs into difficulties. In interviews with state and local officials a number of deficiencies were identified .

- Because there is no predetermined list of routes that belong and don't belong on the state system, some opportunities are missed and some routes transferred that might not be under a more deliberate process.
- In several cases, Intergovernmental Agreements were not completed prior to major improvements and remaining routes were not transferred as intended.
- There has been concern expressed that the level of improvements financed by the state exceeds the value to the state of transferring some routes.
- In some cases, districts may be well into negotiations with local jurisdictions before the Director's office or the Transportation Board is aware of the proposed transfer and related improvements.
- There has been concern expressed that the pace of transfers is too slow and too few routes are being transferred.
- Negotiations of transfers are often lengthy. Lack of standard procedure and over-involvement of ADOT headquarters staff and Attorneys General were identified as possible reasons.
- Negotiation of the terms of the transfer sometimes takes so long that city councils or county commissions change before the deal is complete and the process must start over with new officials. This concern was raised by city and county officials as well as by ADOT.

It is interesting to note that while the length of time required to negotiate and process a route transfer was a concern, there were no suggestions for elimination of steps in the process or internal reviews. Also, there were no legal issues identified that needed to be corrected. The solutions to speeding the process concentrate on better information about ADOT's intent, including keeping lists of candidate routes for transfer, and better internal communication, including earlier notification of senior staff and the Transportation Board.

## 5.2 Potential Solutions to Process Issues

Among the suggested solutions to improving the route transfer process:

- 1. Recognize that all route transfers must be negotiated and provide a framework for negotiation that improves consistency and certainty of the process.**

This recommendation received strong endorsement by local government stakeholders and is included in the proposed Policy on Route Turnbacks.

- 2. Maintain an ongoing list of routes that ADOT desires to abandon or transfer to local control as a part of the LOD structure.**

Implementation of this suggestion is one of the primary purposes of this study. The list was discussed in Chapter 2.



**3. Limit investment in routes to be transferred or abandoned to essential maintenance and safety and make transfer of routes a condition for additional improvements.**

This proposal actually has two purposes. First, to make it clear that resources will be limited for routes that do not serve statewide travel needs. Second, the proposal seeks to create “trigger events” that will encourage local jurisdictions to take over routes when improvements are desired. This proposal received little attention in stakeholder meetings, other than the common comment that local agencies are strapped for funds as well.

**4. Forward proposals for abandonment or transfer of routes to senior management prior to the negotiation of IGAs.**

ADOT has adopted this as the general policy. The Transportation Board requested to be kept in the loop as well.

**5. Provide a benefit-cost analysis to accompany proposals for abandonment or transfer showing the expected costs and savings associated with the change.**

This received significant comment from both ADOT staff and local stakeholders. ADOT staff noted that a benefit-cost analysis should take account of liability and risk factors as well as direct maintenance costs. ADOT staff believed it was important to transfer some routes even if the direct benefits and costs did not justify the transfer. Local officials commented that a benefit-cost analysis should take account of local costs as well as state.

**6. Require an IGA transferring the remaining business route as a condition of constructing bypasses. Make required improvements to the business route part of the bypass project.**

While the concept of transferring routes at the time bypasses are built was favorably received, ADOT staff commented that some local governments do not want the bypasses in the first place, so this may not be an inducement to take the remaining business route. Also it was noted that if improvements were required on the remaining route as a condition of improvement, those expenditures would be outside the scope of the project and would require additional funding. Some local officials commented that they recognized ADOT’s concern, but they did not have the resources to take over the route.

**7. When a state highway serves as a local road as well as a through route, as when a state highway is the main street of a small town, make it subject to special design and maintenance standards to allow it to serve both functions. Require local finance of improvements to provide local access or community amenities.**

This proposal received little discussion. ADOT has recently transferred some of these urban routes leaving gaps in the state highway system. In addition to these proposals, which arose from interviews and from initial TAC meetings, the following proposals for process improvement came from stakeholder meetings.

**8. Consider future as well as current conditions in establishing LOD and determining route to be transferred.**

There has been an attempt to do this in two ways. First, to the extent that traffic volume was considered as a factor in defining LOD, future as well as present volume was considered. Second, when planned construction changed the definition of routes an attempt was made to take this into account. This happens most often with construction of bypasses and this was explicitly included in the list of candidate routes for transfer.

**9. Consider the Strategic Highway Network when developing LOD.**

This could be done in future studies. As a practical matter, no STRHNET route was proposed for transfer to local jurisdiction.

**10. Include Functional Class designation in IGAs transferring routes.**

While local agencies need to be aware of potential changes, it would be inconsistent with classification rules to specify the classification in a contract. Such a clause would probably not be recognized by the Federal Highway Administration, which requires the functional class study. Functional class is not dependent on which jurisdiction owns a road. It is based on an evaluation of the role played by the road in the local, state and federal highway system. However, the same event that results in the transfer, as when a bypass is constructed, may result in a change in functional class.

However, this can be important if local agencies plan to apply for federal funding for future improvements. If a local agency wishes to change the function class of a road there is a process by which it can apply for consideration to ADOT.

**11. Consider additions to the state highway system as well as transfers and abandonments.**

The Transportation Board has the authority to add routes to the state system. However, consideration of local roads for addition to the state highway system was beyond the scope of this study. It is recommended that an application process be created through which additions to the state system can be considered.

## 6.0 Benefits and Costs of Route Transfers

As discussed in the previous section, there are several types of benefits of transferring routes to local agencies when they no longer serve statewide transportation needs. The most tangible of these are maintenance costs. One rural district provided data indicating showing state highways that were really serving local road functions were costing more than \$2,000 per mile, per year in routine maintenance. In addition, nearly half were in need of surface treatment or other improvements. A more detailed review of maintenance costs for a variety of road types indicated a wide range of costs, sometimes in excess of \$40,000 per mile, per year. These sample figures are shown in Table 3 on the following page.

Maintenance is only one of the ongoing costs of operating a road. Other costs, including periodic surface treatments, other capital costs, administration, and risk/liability must be considered as well. There is a significant amount of administrative cost associated with having these routes on the state system. Often these roads take a disproportionate amount of the District staff's time, in part because of inconsistent expectations about the treatment and development of these roads. When a route is transferred, these costs may be avoided.

However, transfers of roads also have associated costs. Normally the road is repaved and other improvements are often negotiated as well. Table 4 (on the following page) shows a hypothetical benefit cost analysis, which compares the cost to ADOT of continuing to operate a road with the costs of transferring it to a local authority. In the example ADOT is incurring annual maintenance and operating costs of \$10,000 per year on the road segment. Eventually, surface treatment will be required and these costs will be reduced.

For safety reasons certain small capital expenditures would probably be required in years 4 and 14 if ADOT retains the route. An allocation of administrative costs would assign \$1,000 per year to this segment. A risk premium representing liabilities for emergency treatments and safety of \$2,000 per year is assigned. The total cost of keeping the route for 20 years is estimated at \$434,000. Discounted to present value, this puts today's cost of retaining the route at \$278,354.

**Table 3. Maintenance Costs for Typical Highway Segments Recommended for Transfer to Local Jurisdictions****FY 2000 to 2002**

Route	Segment	Length	Total 3-yr Expenditure	Expenditure Per Year Per Mile
170	Gila/Graham Cos.	4.0	\$54,187	\$4,516
181	Cochise Co.	22.9	\$56,127	\$817
B-40	Flagstaff	10.8	\$1,330,442	\$41,063
66	E. of Kingman	66.5	\$214,955	\$1,077
77	Navajo Co.	13.7	\$100,551	\$2,446
88	Unpaved segment	22.7	\$281,624	\$4,135
<b>Total</b>		<b>140.6</b>	<b>\$2,037,886</b>	<b>\$4,831</b>

**Table 4. (Part 1)****Base: ADOT Costs without Transfer**

Year	Annual Maint/Op	Surface Treatment	Other Construction	Admin	Risk Premium	Total Cost
1	\$10,000			\$1,000	\$2,000	\$13,000
2	\$10,000			\$1,000	\$2,000	\$13,000
3	\$10,000			\$1,000	\$2,000	\$13,000
4	\$10,000		\$20,000	\$1,000	\$2,000	\$33,000
5	\$10,000			\$1,000	\$2,000	\$13,000
6	\$10,000			\$1,000	\$2,000	\$13,000
7	\$10,000			\$1,000	\$2,000	\$13,000
8	\$8,000	\$130,000		\$1,000	\$2,000	\$141,000
9	\$8,000			\$1,000	\$2,000	\$11,000
10	\$8,000			\$1,000	\$2,000	\$11,000
11	\$8,000			\$1,000	\$2,000	\$11,000
12	\$8,000			\$1,000	\$2,000	\$11,000
13	\$8,000			\$1,000	\$2,000	\$11,000
14	\$8,000		\$50,000	\$1,000	\$2,000	\$61,000
15	\$8,000			\$1,000	\$2,000	\$11,000
16	\$8,000			\$1,000	\$2,000	\$11,000
17	\$8,000			\$1,000	\$2,000	\$11,000
18	\$8,000			\$1,000	\$2,000	\$11,000
19	\$8,000			\$1,000	\$2,000	\$11,000
20	\$8,000			\$1,000	\$2,000	\$11,000
<b>Total</b>	<b>\$174,000</b>	<b>\$130,000</b>	<b>\$70,000</b>	<b>\$20,000</b>	<b>\$40,000</b>	<b>\$434,000</b>
<b>Discounted (5.00%)</b>	<b>\$111,270</b>	<b>\$87,989</b>	<b>\$41,707</b>	<b>\$12,462</b>	<b>\$24,924</b>	<b>\$278,354</b>

In the example, transferring the route will require immediate surface treatment and other negotiated capital improvements totaling \$250,000. However, future maintenance, administration and risks are avoided. The present value of costs of the transfer is \$238,095.

<b>Table 4 (Part 2)</b>						
<b>Costs of Transfer</b>						
<b>Year</b>	<b>Annual Maint.</b>	<b>Surface Treatment</b>	<b>Other Construction</b>	<b>Admin</b>	<b>Risk Premium</b>	<b>Total Cost</b>
1	\$0	\$130,000	\$120,000	\$0	\$0	\$250,000
2	\$0	\$0	\$0	\$0	\$0	\$0
...	...	...	...	...	...	...
20	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	\$0	\$130,000	\$120,000	\$0	\$0	\$250,000
Discounted 5.00%	\$0	\$123,810	\$114,286	\$0	\$0	<b>\$238,095</b>

In this example, a positive benefit-cost ratio of 1.17 would result from the transfer.

pg. 25

<b>Table 4 (Part 3)</b>			
<b>Benefit/Cost Ratio for ADOT</b>	<b>Benefits</b>	\$278,354	<b>= .17</b>
	<b>Costs</b>	\$238,095	

This example is calculated only from ADOT's point of view. Local governments are reluctant to accept these routes as a part of their city street and county road systems. They represent additional maintenance, operation costs and risk, and are sometimes significantly larger facilities than they are used to operating. As a condition of accepting the routes, most agreements include substantial improvements to reduce future maintenance costs. Local agencies should also consider their own benefits and costs as well. Cities and counties may find they can maintain roads at a lower cost than the state. In many cases improvements to local traffic and improved development opportunities outweigh increased costs, creating a win-win between ADOT and the local jurisdiction.

## 7.0 Conclusions and Recommendations

The recommendations of this study are divided into primary and secondary recommendations.

### Primary Recommendations

#### 1. Adopt the proposed revised Board Policy on Route Turnbacks.

The proposed policy represents a change in approach to emphasize cooperation with local agencies and concentrates on role of routes in the state highway system rather than existing design characteristics. It also clarifies the treatment of routes identified for transfer in the interim between identification and the negotiation of the transfer and does not assume a specific timeline for transfer of most identified routes.

#### 2. Adopt the proposed priority listing of potential transfers and update the list at least every two years.

By maintaining a list of candidate routes, planning can be improved by both ADOT and local agencies. In addition, the priorities emphasize those routes where meaningful negotiation is possible and where planned construction of alternative routes will change the status of routes.

#### 3. Prior to final adoption the new policy and listing should be sent to all cities, counties and councils of government for comment.

Even though stakeholders were involved in the development of the policies and review of the list of potential transfers, all affected cities and counties may not be aware of the policy or what routes may be affected.

### Other Recommendations

#### 1. Replace the Level of Development designation with System Operational Classification as a tool for determining intended future status and development needs of state highways.

The current LOD classification relies heavily on existing design characteristics rather than desired performance. For instance, LOD 1 is determined only by whether the road is a freeway. A revised structure based on target performance standards would be more compatible with performance based planning and less ambiguous with regard to future project identification. The TAC dubbed the desired classification structure as “System Operational Classification.” It would not be expected to change the priorities for transfer identified in this study.

#### 2. Adopt internal procedures to ensure that:

- a. Senior ADOT Management and the Transportation Board are informed of potential route transfers early in negotiations.
- b. The benefits and costs to ADOT of making transfers are considered early in the negotiation process.

The purpose of this recommendation is to improve internal communication regarding issues that may arise in the negotiation of route transfers. It responds to the criticism that the cost of some transfers has seemed excessive. It seeks to put all the facts on the table while allowing for the

fact that it may sometimes be in the best interest of all parties to transfer routes even when costs of the transfer exceed direct future cost savings.

**3. Consider setting aside limited funding during the next update of the 5-year program that would accomplish one or two top priority transfers per year.**

It is difficult to respond to immediate opportunities for transfer because negotiated improvements as a condition of transfer must be included in the 5-Year Program before the transfer can go forward. This recommendation would allow for some high priority transfers to go forward more quickly.

**4. Consider adopting special design and maintenance standards when a through state highway serves local business (as a small town main street) and require local finance of improvements to provide local access or community amenities.**

A significant problem identified in the course of this study is the conflict between desired local development and state highway standards. Some states, notably Oregon and Maryland, have identified alternative standards so that state highways passing through urban areas can better meet the needs of local development as well as the state highway system. This also helps avoid the need to transfer segments of routes that result in discontinuity of the remaining state highway.

**5. Adopt a process for consideration of routes that local agencies believe should be transferred to the state system. Since ADOT does not have adequate resources to meet needs on the existing State Highway System it should not be up to ADOT to identify these routes and routes should be transferred to the state system through a negotiated process.**

pg. 27

Local stakeholders identified this issue during the study. While Arizona law allows the Transportation Board to consider bringing additional routes onto the system it is unclear to local agencies how the process works. Development of a process for transferring routes onto the state highway system was beyond the scope of this study.

**6. A new inventory of frontage roads, maintenance roads and spur routes should be undertaken to clarify their location and future intended use.**

The treatment of these auxiliary roads in ADOT inventories is inconsistent and the status of some of many of these roads is unclear. As a result they were not adequately addressed in this study.

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## **Appendix A**

### **Arizona Revised Statutes Related to Designation and Responsibility for State Highways and State Routes**

#### **28-101. Definitions**

46. "State highway" means a state route or portion of a state route that is accepted and designated by the board as a state highway and that is maintained by the state.

47. "State route" means a right-of-way whether actually used as a highway or not that is designated by the board as a location for the construction of a state highway.

#### **28-6922. Director; powers and duties**

A. The director of the department of transportation or the director's authorized and bonded agent shall administer all highway and maintenance work and has the following powers and duties:

1. Direct the preparation of all plans and specifications for work on state highways or state routes.
2. Advertise for competitive bids for work on state highways or state routes and, on authorization of the transportation board, award and enter into contracts for the work.
3. Direct the supervision of all construction work on state highways and state routes and is in charge of maintenance and upkeep of these highways and routes.

pg. A-1

#### **28-7041. State highways and routes defined**

- A. The state highways, to be known as state routes, consist of the highways declared before August 12, 1927 to be state highways, under authority of law, that the board, after receipt of a recommendation from the director, may add to, abandon or change. If the board proceeds contrary to the recommendations of the director, it shall file a written report with the governor stating the reasons for the action.
- B. The state highways consist of the parts of the state routes designated and accepted as state highways by the board. A highway that has not been designated as a state route shall not become a state highway and any portion of a state route shall not become a state highway until it has been specifically designated and accepted by the board as a state highway and ordered to be constructed and improved.
- C. All highways, roads or streets that have been constructed, laid out, opened, established or maintained for ten years or more by the state or an agency or political subdivision of the state before January 1, 1960 and that have been used continuously by the public as thoroughfares for free travel and passage for ten years or more are declared public highways, regardless of an error, defect or omission in the proceeding or failure to act to establish those highways, roads or streets or in recording the proceedings.

#### **28-7046. Opening, altering or vacating highway; review of order**

- A. If the director or the board desires to establish, open, relocate, alter, vacate or abandon a state highway or a portion of a state highway, the director shall make and deliver a written report to the board describing the highway or portion of the highway to be affected. If the board decides that the public convenience will be served, it shall enter a resolution on its minutes approving the proposed action and authorizing the director to proceed and to acquire any property for the action by condemnation or otherwise.

- B. The superior court may review by certiorari the action of the board establishing, opening, relocating, altering, vacating or abandoning state highways.

**28-7209. Vacated or abandoned highway; affected jurisdiction; procedure**

A. If the board vacates or abandons a portion of a state route or state highway pursuant to section 28-304, the board shall:

1. Vacate or abandon the portion of the route or highway in cooperation with an affected jurisdiction and in full recognition of the financial and administrative impacts of the changes on the affected jurisdiction.
2. Provide four years' advance notice to the affected jurisdiction, except as provided in paragraph 3 and except that, by mutual agreement, the board and the affected jurisdiction may waive this requirement for notification.
3. Provide at least one hundred twenty days' advance notice to the affected jurisdiction for the abandonment of new street improvements such as cul-de-sacs and reconnections of existing streets resulting from highway projects.

B. Before a paved highway is vacated or abandoned, the pavement before the vacating or abandonment shall be in such a condition that additional surface treatment and major maintenance of the highway are not required for at least five years, unless the board and the affected jurisdiction agree to waive the requirement of this subsection.

## **Appendix B**

### **Technical Advisory Committee Members**

- John Pein  
ADOT Planning
- Joe Hughes  
Rural Transportation Advocacy Committee
- Don Freeman  
Pima Association of Governments
- Rick Powers  
ADOT District Engineer, Globe
- Bill Alfier  
ADOT District Engineer, Yuma
- Steve Hansen  
ADOT Right-of-Way

## **Appendix C**

### **Schedule of Meetings for Route Transfer and LOD Study**

<b><u>Entity</u></b>	<b><u>Date</u></b>	<b><u>Location</u></b>
Technical Advisory Committee	December 4, 2001	ADOT HQ
Transportation Board	May 5, 2002	ADOT HQ
Technical Advisory Committee	July 23, 2002	ADOT HQ
District Engineers	September 12, 2002	ADOT HQ
Technical Advisory Committee	September 23, 2002	ADOT HQ
Transportation Board	November 7, 2002	ADOT HQ
MAG Street Committee	December 10, 2002	MAG Offices
PAG Planning Committee	January 8, 2003	PAG Offices
Rural Summit	January 16, 2003	Prescott
Technical Advisory Committee	March 19, 2003	ADOT HQ
Transportation Board	July 10, 2003	ADOT HQ

## Appendix D

### Notes from Stakeholder Meetings

Three stakeholder meetings were held in December 2002 and January 2003. One with the MAG Street Committee, one with the PAG Planning Committee and one at a session of the Rural Summit. Most of the discussion and comments revolved around three issues:

1. The process to be followed and the need for assurance that the Transportation Board did not intend to wholesale abandon routes for which cities and counties would become responsible.

*In each meeting ADOT staff assured stakeholders that the intent of this study was to make the process more effective and predictable and that ADOT intended to work closely with local governments and would not arbitrarily abandon routes. At the Rural Summit, Board Member Radeke was able to convey this message himself.*

2. The financial position of local jurisdictions makes taking on responsibility for new routes a major hardship. For that reason local agencies feel that it would be difficult to transfer many of the named routes.
3. Issues and questions about specific routes on the preliminary list.

*In many cases these comments lead to clarifications and corrections.*

### Comments on Policy and Procedure

pg. A-5

Following is a list of specific issues raised in the stakeholder meetings. These comments were considered and often incorporated into the proposed Policy, Potential Transfer List and study recommendations.

- There is a need to fund transfers if they are going to take place. Currently this is through the normal five-year construction program process in which funds are programmed for improvements that have been negotiated as conditions of transfer. A number of people felt that if ADOT is to be aggressive it needs a separate fund.
- Need to consider future as well as present conditions. Need to take account of projects that are committed or underway.

*Comment: On the most recent project list an attempt was made to do this.*

- Need to include the Strategic Highway Network into the process.
- Points of entry at the US/Mexican border should be state/federal, not local, function.
- LOD is misnamed. It seems to be a state functional class designation that should be part of the ADOT planning process.
- There was agreement that transfers should be negotiated not arbitrary abandonments.

*At the Rural Summit, Ingo Radke promised that this would be the case.*

- If ADOT does a cost-benefit analysis it should take account of locals as well as state (this came from local agencies).
- Is there a way to make local agencies whole for new maintenance obligations assumed when they take over formerly state routes? Some commenters wanted to be compensated by cash

payments. Others wanted to make sure the improvements they were negotiating were fair compensation for the obligations they were assuming.

- One person liked the idea of alternate standards for urban routes that are state highways when they serve local businesses. It would have eliminated the need for turnback of 89A in Sedona.
- There should be policy guidelines for negotiation of transfers.
- Functional class should be part of the intergovernment agreement making the transfer. If the functional class drops below collector, the route is no longer eligible for Federal funding.

*The Federal rules by which functional class is designated would seem to preclude an agreement as to the class level in the absence of the appropriate characteristics.*

- The study should not be limited to transfers and abandonments, but should include routes to be added to the state system. This issue was recently raised by a District Engineer as well.

Comments related to specific proposals are summarized in Table D-1 below.

**Table D-1. Review of Possible Solutions with Consultant Comments**

Possible Solutions	Stakeholder Reactions	Comments
<b>Possible solutions included in meeting materials</b>		
Recognize that all route transfers must be negotiated and provide a framework for negotiation that improves consistency and certainty of the process.	Stakeholders seemed to agree with this. Ingo Radke specifically promised to treat transfers this way.	The proposed policy establishes the framework.
Maintain an ongoing list of routes that ADOT desires to abandon or transfer to local control as a part of the Level of Development structure.	Not much reaction to this.	The list is assumed in the proposed policy
Limit investment in routes to be transferred or abandoned to essential maintenance and safety and make transfer of routes a condition for additional improvements.	Not much reaction to this from local agencies.	This is built into the policy
Forward proposals for abandonment or transfer of routes to senior management prior to the negotiation of IGAs.	The Board also wants to know about these early in the process.	This is an internal ADOT process issue. How do we make sure this happens?
Provide a benefit-cost analysis to accompany proposals for abandonment or transfer showing the expected costs and savings associated with the change.	Several stakeholders were adamant that the benefit-cost should include local agency as well as ADOT.	<p>The compromises necessary to make it acceptable to local stakeholders would make it irrelevant to either state or local as a planning tool.</p> <p>It could be made a part of ADOT's internal process, but not part of the public process.</p> <p>Local agencies should also consider benefits and costs from their point of view.</p>

**Table D-1. Review of Possible Solutions with Consultant Comments**

Possible Solutions	Stakeholder Reactions	Comments
Require an IGA transferring the remaining business route as a condition of constructing bypasses. Make required improvements to the business route part of the bypass project.	This did not generate much stakeholder comment. Internally, ADOT wonders how to program in the improvements to the existing route.	
When a through state highway serves local business (as a small town main street) make it subject to special design and maintenance standards. Require local finance of improvements to provide local access or community amenities.	While this was discussed, it did not receive a clear positive or negative response. Sedona noted that if these standards were in place they would not have needed to take over the urban segment of 89A.	This is more important if ADOT decides to hang on to urban routes the serving primarily local traffic and land access in order to preserve system continuity. Recommend first considering the continuity issue. If roads that are urban main streets are to be retained for the sake of continuity then new standards should be considered.
Establish a statewide fund to help finance the highest priority transfers.	Strong recognition of the necessity of funding the transfers. Some thought such a fund would be useful. The TAC believed that given the level of unmet needs on the state and local systems this would not be feasible.	Consider a limited fund during the next update of the 5-year program that would accomplish one or two top priority transfers per year. The remainder would go through the existing programming process for needed improvements.

**Potential solutions raised in stakeholder meetings**

Consider future as well as present conditions in establishing LOD and determining route to be transferred.	This study considered projected as well as present traffic volumes. Any classification system to replace LOD should consider future as well as present performance. With regard to condition of facilities future updates could include consideration of committed improvements.
Consider the Strategic Highway Network when developing LOD	This can be done for existing state routes. The network itself is part of NHS. Network connectors would be minimum LOD 4.
Include Functional Class designation in IGAs transferring routes	Functional class implications should be reviewed when the transfer is negotiated. Functional class cannot be written into an IGA.
Consider additions to the State Highway System as transfers and abandonments	A process should be developed for consideration of routes that local agencies believe should be transferred to the state system. Since ADOT does not have adequate resources to meet needs on the existing State Highway System it should not be up to ADOT to identify these routes. Routes should be transferred to the State System through a negotiated process.

## Route-Specific Comments

The remaining segment of Old US 60 in Apache Junction is in need of \$13 million of improvements (but the commenter did not say it should not be transferred). Several specific pieces of routes in the Phoenix area remain as State Highways we checked these out and found that all are, in fact, still on the state system. They include:

- Grand Ave, between McDowell and Van Buren.
- A block of Van Buren between 7<sup>th</sup> and 19<sup>th</sup> Avenues.
- SR 87/Arizona Ave/Country Club Dr. between Ocotillo and McKellips

A segment of SR303/Cotton Ln north of I-10 is not on the state system. *This is correct.*

Aviation Highway (SR 210) in Tucson should be at least LOD 4 as it serves an Air Force Base. *(It has been changed in the most recent update.)*

There are frontage roads around the state that are the subject of transfer or abandonment, but are not shown on the study maps. *(Follow up research revealed that the inventory of these frontage roads is inconsistent around the state and that inventories need to be updated before they can be systematically listed.)*

SR 71 in Yavapai county is a through route. Is LOD 5 a mistake? *(We have confirmed that there is very low traffic volume on this route.)*

pg. A-8

Why are SR 96 and 97 in Yavapai LOD 5? *(Answer, low volume, not through routes)*

Why are not SR 89A and SR 260 around Cottonwood classed as LOD 2? They have high traffic volumes. *(Answer, LOD 2 is intended to be network of high level routes for which volume is only one consideration.)*